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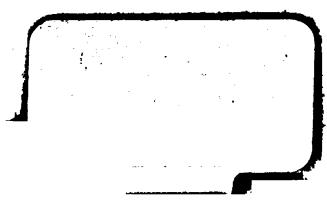
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BIENNIAL MESSAGE  
OF  
THOMAS A. HENDRICKS,  
GOVERNOR  
OF  
THE STATE OF INDIANA.

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TO THE GENERAL ASSEMBLY,  
FORTY-NINTH REGULAR SESSION.

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TRANSMITTED, JANUARY, 1875.

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# GOVERNOR'S MESSAGE.

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*Gentlemen of the Senate and House of Representatives :*

During the two years since the last meeting of the Legislature, the people of Indiana have been blessed in a special degree with general health and bountiful harvests and I again invoke the continuance of a kind Providence over them.

## REVENUES AND APPROPRIATIONS.

The assessed value of the taxable property of the State in 1874 was \$954,857,475, which was an increase of more than three hundred million dollars since 1872. That increase in the assessment was attributable in part to the increase of values in the State; but it was largely caused by the operation of the revenue act passed at the special session of the last Legislature. That act required that taxable property should be assessed at its value "estimated at the fair price it would bring at a fair, voluntary sale." Prior laws had required assessments to be made upon cash values, but long administrative construction and usage had allowed a much lower valuation. By the exercise of a diligent supervision the Auditor of State was able to advance the valuations in the spirit as well as in accordance with the letter of the law. The appraisal at the fair value fixes a plain rule, which is easily understood and which excludes all discretion, defeats favoritism and partiality, and promotes equality and justice towards all. The law also constituted the Governor, Lieutenant Governor, Secretary of State, Auditor of State and Treasurer of State a Board of Equalization, with power to assess the property and stock of corporations, including railroad companies. With care and great labor the Board sought to make the valuations

so that the assessments should be just to the people and fair towards the railroads. The action of the Board increased the assessment of railroad property in the State from about \$11,000,000 in 1872 to nearly \$40,000,000 in 1874.

There are two hundred and sixty-five thousand persons in the State who are subject to a personal or poll tax of fifty cents each. The assessments of property, amounting to nearly \$955,000,000, and the personal or poll tax, constitute our important sources of revenue. In estimating what may be realized at any proposed rate of levy, experience has shown that a deduction must be made of twenty per cent. for delinquencies. When you shall have decided what appropriations of the public moneys you will make for each of the next two years it will be of easy calculation what tax levy must be made to supply the State Treasury. A low levy must be preceded by economy in the appropriations. This I urge respectfully, but very earnestly.

The appropriations must be sufficient to enable each department of the State Government to exercise its functions without hindrance or delay. Thus far there is no question or discretion. So, also, the common schools, the benevolent institutions, and the public safety must be sufficiently provided for. But the expenditures for these purposes should be made with rigid economy and with a view to substantial and permanent benefits. Will you allow me to suggest that it would be appreciated by the people should your reforms commence with a reduction in Legislative expenditures. It would be an assurance to them which would promote public confidence and give to your proceedings an additional moral weight. At the session of 1871, the miscellaneous expenditures exceeded the pay of the members; and at the last special and regular sessions that class of expenditures was still greater, being about \$960 per day, though it did not exceed the pay of the members, which had been increased for the regular session. I suggest the propriety of a revision of the act of December 23, 1872, which prescribes the number and classification of your employes, with a view to a further reduction.

## RECEIPTS AND EXPENDITURES.

There was in the Treasury March 1, 1873,.....\$169,633 90  
 From that day until the close of the year ending  
     October 31, 1873, there was received for State  
     purposes from all sources .....\$438,191 14  
 During the year ending October 31, 1874, there was  
     received for State purposes..... 893,091 97

During the last session of the Legislature it became apparent that the revenue would be inadequate to meet the ordinary expenses of the State. Provision had also to be made for the one hundred and ninety-one old bonds, as required by the act of December 12, 1872. In that condition of the Finances the act of March 10, 1873, was passed authorizing the Governor, Auditor and Treasurer of State to make temporary loans to meet the appropriations. Pursuant to that act temporary loans were made as follows :

At 8 per cent. due March 12, 1875..... \$200,000 00  
 At 7 per cent. due April 15, 1876..... 510,000 00  
 At 8 per cent. due December 1, 1876 ..... 200,000 00  
 Total revenue for State purposes received during the  
     two years ending October 31, 1874, including the  
     temporary loans and the amount in the Treasury  
     March 1, 1873..... 2,410,917 01

During the same period there was received on account of the Benevolent Institutions, \$68,584.69. This sum was realized from the labor of the inmates and from individuals and counties pursuant to law.

At the close of the year ending October 31, 1874,  
     there was in the Treasury..... \$244,203 78

The payments from the Treasury during the two years ending October 31, 1874, for revenue refunded, for ordinary expenditures, and for the Benevolent Institution amounted to \$1,544,316.43.

By the act of December 12, 1872, the Governor, Attorney General, Secretary of State and Treasurer of State were authorized to "take up and redeem" one hundred and ninety-one old bonds issued by authority of the State prior to the year 1841, which had not been surrendered under the adjustment made by the State with

her creditors. Pursuant to that act ninety-seven of the bonds, with their coupons, have been surrendered and paid, amounting to \$495,487.30. Ninety-four are yet outstanding, a part not having become due, and the residue not having been presented for payment.

For a more particular description of the bonds and coupons which have been paid, I refer you to the detailed lists thereof, which accompany the reports of the Auditor of State for the years 1873 and 1874.

For a statement of the receipts and expenditures on account of the college, saline, bank tax, surplus revenue, and miscellaneous funds, I refer you to the same reports.

#### STATE DEBT.

The State is indebted as follows :

Five per cent. certificate, State stock.....	\$26,469 99
Two and one half per cent. certificates, State stock...	3,285 13
War loan bonds, six per cent., due 1881.....	139,000 00
Temporary loan made under act of March 10, 1873, which I have before mentioned more in detail...	910,000 00
Ninety-four old bonds required to be paid by the act of December 12, 1872.....	94,000 00
	<hr/>
	\$1,172,755 12

The accumulated interest upon the ninety-four old bonds should be added, but I have no means of ascertaining the amount, but the same will not be large.

The indebtedness of the State to the school fund is evidenced by five non-negotiable bonds, at six per cent., and amounts to \$3,904,783.22.

That is known as the domestic debt.

#### COMMON SCHOOLS.

The permanent school fund of the State is guarded by the provision of the constitution, which declares that it shall be perpetual—that it may be increased, but shall never be diminished—and that



the income thereof shall be inviolably appropriated to the support of common schools and to no other purpose whatever.

The fund is made up as follows :

1st. The amount which the State owes it, and which is evidenced by her non-negotiable bonds bearing interest at the rate of six per cent.....	\$3,904,783	21
Additions from fines and other sources.....	67,197	24
Amount held in the counties, and loaned by the Auditors on mortgage security at eight per cent., and for the preservation of which the Constitution makes the counties liable.....	2,341,267	12
2d. Congressional Township Fund, being the proceeds of the sales of the school sections.....	2,295,778	63
Estimated value of 13,453 acres of unsold school lands .....	102,293	40
Total permanent fund .....	\$8,711,319	60

The interest realized upon the general fund above mentioned is annually apportioned among the counties according to the enumeration of school children; but the interest upon the Congressional Township Fund is not so apportioned. It belongs to the Congressional townships, because the grant of the sixteenth section in each township was made by the act of Congress providing for the organization of the State government, to the "inhabitants of the township for the use of schools."

During the year 1873, the fund was increased, including the proceeds of a portion of the lands, but not including the portion of the Sinking Fund which was distributed, \$64,940.96, and during the year 1874 it was increased from the same sources, \$73,792.11.

The revenue realized during the year ending November 15, 1874, to be used in the support of schools, was as follows :

Interest on permanent fund .....	\$ 407,839	19
Derived from school tax.....	1,013,463	42
Unclaimed witness fees and other sources.....	72,304	96
Total.....	\$1,493,597	57
To this sum is to be added the interest on the Congressional Township Fund .....	\$ 172,209	82
And the amount received from local taxation.....	551,785	74

Six thousand two hundred and sixty-five dollars and four cents was not distributed, but remains in the treasury. There has been received and distributed during the year for the support of schools, \$2,211,328.13

The enumeration of 1874 of children between the ages of six and twenty-one years, shows the number of 654,364; the number enrolled in the schools is 489,044; and the average attendance upon the schools has been 311,272. Twelve thousand six hundred and fifty-five teachers have been employed.

The reports of the County Superintendents show a general and rapid improvement in almost every respect affecting the efficiency of the schools. The houses and grounds, fixtures and apparatus are being improved and made more attractive and convenient, and greater skill and success in the art of teaching and governing the children are being promoted. The Township and County Institutes are increasing the efficiency of our school system. Improvement is the natural result of professional association in the Institutes. The opinions, practice and experience of the teachers are brought under examination, and into comparison. The art of teaching is improved and the profession of the teacher, as it should be, is ennobled and dignified. I ask your attention to the carefully prepared report of the Superintendent of Public Instruction. You will find the views expressed and the information given important for your careful consideration in your relation to the schools of the State.

There is no subject to which I could call your attention in respect to which your responsibility is greater than any measure materially affecting the success and influence of the schools. Your responsibility and mine are too great to allow any important action upon hastily formed or ill-digested opinions. The guiding sentiment should be economy in expenditure and efficiency in the system. Neither should be sacrificed to the other. The school fund is sacred to a cause of the highest importance, and its waste, or extravagant use, would be a crime against society. All extra compensation and discretionary allowances should be prohibited. If, upon careful consideration and the test of experience, you find that the distinguished man who was the late Superintendent of Public Instruction, and whose recent death the country mourns, made a mistake in respect to any part of the machinery of our system, you will correct the mistake, but in your examination you will find the great weight of his opinion in the scales.

He was an economist, a friend of the people and the able champion of common-school education.

As representatives of the people we have occasion to be proud of the high character which our educational system maintains, and the people will approve the sentiment if you give it expression in legislation that, in respect to the cause of common-school education, we will take no step backwards.

#### THE STATE NORMAL SCHOOL.

By the act of March 5, 1873, fifteen thousand dollars per annum of the school revenue was permanently set apart as the Normal School Fund and appropriated to the support of the Normal School. The Board of Trustees have contracted an obligation of thirteen thousand two hundred and ninety dollars to provide for suitably heating the building. They ask that you will appropriate funds for its payment. The improvement was important to the institution, and I recommend that the appropriation be made. I think the school has been under good management, and that its success has been equal to the expectation that induced its establishment. In entering the institution, the students assume an obligation to make a return for the advantages which they enjoy by teaching in the common schools. They have thus far been faithful to that duty. The object of the school is to cultivate teachers in the art and science of their profession. The beneficial results are already being felt over the State. The trained teachers influence and improve others with whom they come in contact in the schools and in the teachers' institutes. That influence will be constantly increasing as the graduating classes grow larger. As an important auxiliary to our common schools it merits your fostering care. Your attention is called to the reports of the Board of Trustees and of the President of the faculty, which give a clear and full statement of the condition and management of the institution, the condition of its finances and the reasons for the recommendations made by the Board.

## THE STATE UNIVERSITY.

During the collegiate years, from June 28, 1872, to June 28, 1874, the State University has received the following revenues:

Endowment Fund .....	\$13,500 00
Under the act March 8, 1867.....	16,000 00
Appropriated February 9, 1873.....	22,500 00
Appropriated March 10, 1873.....	24,000 00
Appropriated March 10, 1873, for building .....	20,000 00
Appropriated December 14, 1872, deficiency.....	8,000 00
From counties, interest on lands sold.....	2,120 09
From other sources.....	3,457 62
Amount in treasury June 28, 1872.....	222 75
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Total.....	\$109,800 46

Of this sum \$90,500 was appropriated and paid from the State Treasury.

During the same period, the expenditures were \$108,613.21, of which \$40,473.46 was for the addition to the college buildings; and \$7,541.16 was for the Owen and Ward cabinets, and \$4,800 on the expenses of the medical department; and \$4,780 in payment upon loans; and \$1,665 for additions to the library, making \$58,806, and leaving \$49,807, the expense of the institution for two years, independent of the medical department, or \$24,903 per annum.

The number of students in attendance in 1874 was 371. Of these 108 were connected with the medical department in this city, which department cost the University nothing beyond the \$4,800 which I have mentioned. The entire number of students in the literary and law departments, including 120 in the preparatory schools and select course, is 266. The expense of maintaining the institution is at the rate of \$93.62 for each student.

The course of study has been so arranged as to promote the convenience and success of students passing from the High Schools into the University. That is an improvement which will make the University of much greater advantage to the common and High Schools of the State.

For a description of the new College building, and a statement of its uses, and for a statement of the mode in which the institution is conducted, I refer you to the President's report.

## THE PURDUE UNIVERSITY.

By the Act of Congress of July 2, 1862, the State of Indiana became entitled to land scrip equal to 30,000 acres for each of her Senators and Representatives in Congress, for the support and maintenance of a College, the leading object of which should be the teaching of such "branches of learning as are related to agriculture and the mechanic arts." The College was located in Tippecanoe county, near the city of LaFayette, and on the west bank of the Wabash. In consideration of a large donation made to the College by John Purdue, Esq., the Legislature gave it the name and style of "The Purdue University." The land scrip was sold and the proceeds invested by the Treasurer of the University in United States six per cent. bonds. He has also invested the accumulating interest. He now holds three hundred bonds and \$4,690.42 in currency. The Treasurer's report shows that in 1867 the fund was of the value in currency of \$212,238.50, and that it is now of the value of \$356,502.92, showing an increase of \$144,264.42. That constitutes the permanent fund, the proceeds of which only can be used in support of the University, and the State is liable for its loss or diminution. By the act of March 6, 1865, the Treasurer is chosen by the Board of Trustees, and is required to give bond in a sum not less than \$200,000, with sureties to be approved by the Board. Because of the State's guaranty of the fund the Treasurer's bond should be required in a sum equal to the fund, including its accumulations, and subject, also, to the approval of the Governor.

For a statement of the improvements and expenditures that have been made, I refer you to the Treasurer's report. The buildings are substantial, and the improvement of the surrounding grounds and the farm have been tastefully and economically made. A. C. Shortridge, Esq., a man of ability and good acquirements, and for many years Superintendent of the schools of Indianapolis, was chosen President. The professors and teachers were chosen after careful investigation of their qualifications for their respective positions. The University was opened for the reception of students on the 16th of last September. Forty-six students were admitted. Some were rejected because they lacked preparatory education.

For a full statement of the course of study, and the proposed management of the University, I refer you to the President's report.

I have taken much interest in this institution, and have given to its management all the attention I could bestow. Good faith and policy require that it be made successful, and to accomplish the beneficent purpose of the grant. In the language of the grant it is intended to "promote the liberal and practical education of the industrial classes in the several pursuits and professions of life." It is the people's university, and I commend it to your watchful and fostering care.

#### SECRETARY OF STATE.

The executive service of the State properly connected with the office of the Secretary of State has been administered with fidelity and ability by that officer. In the discharge of my duties, I have received valuable assistance from him. His reports give a full and interesting statement of the transactions of his office.

#### THE ATTORNEY GENERAL'S OFFICE.

The Attorney General's report gives a statement of the transactions of his office, and of the sums collected by him during the two years ending November 6, 1874, and payments made into the State Treasury, and into the treasuries of the counties. He adjusted claims against the United States amounting to \$182,736.78. Of that sum \$52,869.41 was retained in the United States Treasury for prior overpayments. His entire collections were \$299,884.70.

#### THE SOLDIERS' ORPHANS' HOME.

The Soldiers' Home was located in Rush county near the town of Knightstown, and for several years was the home for the disabled soldiers of Indiana. When the United States had made ample provision for them, it was converted into an asylum for the orphan children of deceased soldiers, and became known as the Soldiers' Orphans' Home. The children are provided for and educated, and on the 31st day of October, 1874, they numbered two hundred and ninety. The expenditure from the State Treasury during the year ending October 31, 1873, was \$33,977.98, and for the year ending October 31, 1874, was \$35,308.36.

## THE INSTITUTE FOR THE BLIND.

The Institute for the Blind is "an educational establishment, having for its object the moral, intellectual, and physical training of the blind of both sexes." Pupils are received between the ages of nine and twenty-one years, who are of sound mind and good moral character. Their boarding and instruction are without charge, but if clothing is furnished to the indigent the Institute is re-imbursed by the counties. During the year ending October 31, 1874, one hundred and thirteen pupils were in attendance, and during that year the expenditures were \$38,235.55, and during the year previous \$38,674.29.

For a full statement of the management and condition of the Institute I refer you to the carefully prepared reports of the Board of Trustees and of the Superintendent, and the detailed statement of the expenditures. Your attention is also called to their estimates, and the reasons given for increased appropriations for repairs, improvements, and enlarging the building.

## THE INSTITUTE FOR THE DEAF AND DUMB.

The Institution for educating the Deaf and Dumb is located at Indianapolis. Its object is to educate persons of that class between the ages of ten and twenty-one years, and to make them proficient in some useful occupation or trade, so as to enable them to provide for their own support. The number of pupils in attendance during the year 1874 was three hundred and thirty-four.

The expenditure for the year ending October 31, 1873, was \$70,584.57, and for the year following, \$68,960.88. The report of the Superintendent calls your attention to the important fact that the increase of deaf mutes in the State is in a ratio exceeding that of the increase of the population. His statement of the causes, and his array of facts in support thereof are of special interest. You will find it important to consider with care his suggestions for adequate provision for the large number who can not now be provided for at the Institute. Considerations of policy, as well as of humanity, and the requirement of the constitution, demand that they be so educated, and instructed in useful employments as to render them self-supporting. Society thereby, in

a large degree, will be relieved of their maintenance, and they will be made happy in the consciousness of honorable independence.

#### THE HOSPITAL FOR THE INSANE.

The Hospital for the Insane is located two miles west of Indianapolis, upon a tract of land of one hundred and sixty acres. Its object is the treatment of the insane with a view to their restoration, and none are received who are supposed to be incurable.

On the 31st day of October, 1873, there were in the hospital four hundred and seventy-four patients, and during the following year three hundred and seventy-three were admitted, and three hundred and sixty-five were discharged. Of those discharged one hundred and ninety-four were considered cured, forty-five improved, and ninety-two unimproved and incurable.

The expenditures for the year ending October 31, 1873, were \$209,339.47, and for the year ending October 31, 1874, \$195,702.52. Substantial and valuable improvements and repairs have been made during the last two years.

I ask your careful attention to the reports of the Trustees and of the Superintendent. They show the gratifying fact that the per cent. of recoveries has been unusually large during the last year, and the general health of the inmates improved. This result gives assurance that the expenditures for improvements suggested by experience have been wisely made. Pure water, fresh and pure air, careful attention and eminent skill give the result of more than fifty per cent. of cures. But a large portion of this most unfortunate class remain unprovided for. They can not be properly taken care of in the poor houses. In hundreds of instances they are a terrible burthen upon families—the objects of ceaseless anxiety. It seems there is no place for them in private life. They become hopeless objects of commiseration, and sometimes of disgust. Without the capacity in many instances to preserve decency, they bring shame and humiliation to friends and neighbors. They can not speak to you. They do not know you, nor do they know that you, the people's representatives, are their guardian. They can not read the constitutional provision in their behalf, but you and I can. The honor of the State and the humanity of the people will not allow these poor unfortunates to be longer neglected. I believe Indiana is to-day the most prosperous State of the Union. Her people are



liberal and generous in a cause like that for which I plead. Everybody else has a home. These poor, starless, hopeless wrecks of humanity must also have a home. They must be cared for, that they may live, and die, and be buried, like our brothers and sisters.

The grounds upon which the present institution stands are sufficient for another, entirely separate, and of equal or greater capacity. I concur in the recommendation of the Superintendent, to which I call your special attention, that the new Hospital be located thereon. His suggestion of the economy and advantage of one general management is very important. I recommend a special tax for the work, to be known as the tax for the Insane. A small levy will provide for its commencement, and its prosecution from year to year until completed. When completed, it will be your best and most enduring monument.

#### THE STATE PRISON NORTH.

On the 15th day of December, 1874, there were four hundred and fifty-five convicts in the Northern Prison, which was an increase of eighty-seven during the year. The government of the prisoners has been rigid, but just; their food has been abundant and wholesome, and their clothing comfortable. There has been but little sickness in the prison, and but four deaths during the last two years.

During the two years ending December 15, 1874, there was received from the income of the prison, \$123,200.40; and expended for current and ordinary expenses, \$104,034.26.

No part of the appropriation of \$20,000 made March 10, 1873, for the current expenses of the prison has been required or used. There has been expended during the two years for permanent improvements, \$14,060.96, and a small sum upon the library. The improvements include an abundant supply of water, a new shop, and a new roof upon the cell house. The old roof was destroyed by fire. The defect which probably caused the loss, and the manner in which it has been remedied, are stated in the report of the Board of Directors. The labor of the prisoners used in making the improvements is not included in the estimate of the cost.

Additional shop room is required for the advantageous employment of the convicts, and an additional cell house should be built. There are but three hundred and eighty-five cells in the prison,

whilst there are four hundred and fifty-five prisoners to be provided for, and the number is rapidly increasing. It is hurtful to health and discipline to confine more than one prisoner in a single cell.

The favorable financial condition of the prison is attributable to the promptness and fidelity of the contractors as well as to the diligence and efficiency of the Warden and his assistants.

I have not been able to execute the act of March 10, 1873, authorizing the exchange of certain of the prison lands for other lands owned by Peter Donnelly, for the reason that there are errors of description in the act. It is important that the exchange be made. The proposed acquisition is necessary for proper drainage. I recommend that the act be amended so as properly to describe the lands.

#### THE STATE PRISON SOUTH.

During the year 1873 the average number of convicts in the Prison South was three hundred and ninety-five, and on the 15th day of December, 1874, the number was four hundred and seventeen. Much, and severe, sickness prevailed during the two years. It became almost epidemic. There were thirty-six deaths.

The report of the directors for 1873 showed repairs amounting to \$17,802.05. They stated that the work done had put the prison in good repair. But the report of 1874 shows an expenditure for additional repairs of \$21,577.21, making in the two years \$39,379.26. No new structures appear to have been erected. The description of the work done, requiring so large an expenditure, is not sufficiently full to enable you or the executive to judge of its extent and propriety. I understand that some of the prisoners were employed upon improvements about the prison, and that their labor was charged at sixty cents per day to the repairs, and thereby the expenditures upon that account appear larger than they really were. The Warden's reports show the ordinary expenses for the two years to have been \$119,743.26, and the proceeds of prison labor, \$136,314.73, but in this statement is included an expenditure for repairs, and, also, a portion of the \$19,000 received from the State treasury and, also, the labor of a portion of the convicts employed upon prison work.

There are constantly insane convicts in both prisons. They should not be kept with the other prisoners. I concur in the recommendation of the Wardens that provisions should be made for their separate confinement.

During the last three years the greater portion of the convicts in the Southern Prison have been employed by the Southwestern Car Company. Prior to that use of the prison labor the Ohio Falls Car and Locomotive Company had erected extensive and valuable works in the city of Jeffersonville, and were employing a large number of mechanics and laborers in the construction of railroad cars. During the last eighteen months the competition has interfered with the business of the outside works; and it is claimed that it has seriously disturbed the employment of free labor. It has caused much dissatisfaction and discontent in that locality. I think it is a hardship that should be remedied, if possible. The Falls Company had expended a large sum of money in the construction of their works and had attained successful operation, and large numbers of mechanics and laborers, amounting to several hundred, had removed to the city and obtained reliable employment, as they supposed, when the new Car Company was organized for the use of the prison labor in direct competition. The constitution, as well as humanity, requires that the treatment of the convicts shall have reference to their reformation. Reformation, by confinement, without labor is impossible. Considerations of policy also require their employment at such useful labor as will support the Institution. But I think this labor should not be brought in such direct and destructive competition with free labor, especially in a case where the free labor had first established its own reliable employment. The existing contracts will continue in force for about two years. During that time no complete remedy can be found, but after the expiration of the contracts the prisoners should be otherwise employed. In the meantime, should you authorize the commencement of the Asylum for the Insane, perhaps you can provide for the employment of a portion of the prisoners upon that work. Other States have found such use of the labor convenient and expedient.

#### THE REFORMATORY INSTITUTION FOR WOMEN AND GIRLS.

By the appropriation made at the last Legislature the indebtedness on account of the Reformatory was paid and the building completed. Mrs. Sarah J. Smith was appointed Superintendent, and in every respect has been a most faithful and efficient officer. In September, 1873, the Institution was opened, and soon thereafter the female prisoners, eighteen in number, were removed to it from

the State Prison, South. There are now thirty in the penal department, and ninety-three girls in the reformatory. For a detailed statement of the expenditures in completing the building and maintaining the inmates, I refer you to the reports of 1873 and 1874. Some additional improvements must be made. The Institution should be so inclosed as to allow the prisoners out-door exercise and prevent escapes. I recommend that the law regulating admission to the reformatory department be so amended as to admit girls within the age of sixteen years.

Experience has shown the wisdom of providing a separate prison for female convicts. The probability of reformation is greatly increased. The building in its present condition is not safe from fire. It has been on fire on two occasions. Upon one occasion it was probably the work of a prisoner. I recommend that the Board of Managers be authorized to make such improvements as will make it more secure.

The Institution lost a devoted and valuable officer by the resignation of S. A. Fletcher, jr., Esq., the President of the Board of Managers. I appointed J. H. Kappes, Esq., to fill the vacancy.

#### THE HOUSE OF REFUGE.

The House of Refuge, at Plainfield, Hendricks county, was established pursuant to a requirement of the State constitution. It is upon a tract of land of two hundred and twenty-five acres. There are now two hundred and sixty-five inmates. The expenditures of the last year amounted to \$57,002.58, of which \$15,582.35 was for improvements and buildings, leaving \$41,420.23 the expense of the institution. Of the entire expenditures \$14,075.71 was received from the counties. Two large buildings have been erected during the year, one for a shop, and the other for a family house. The family house will provide for fifty boys. The entire improvements made during the year are of the estimated value of more than twenty-five thousand dollars. Ten thousand dollars of that value was for the labor of the boys. They made the brick and did all the other work not requiring skilled labor. The inmates of the Institution are vicious boys and juvenile offenders, and their reformation is its object and purpose. The reports show the reformation of sixty per cent., and the improvement of others. As far as possible they are brought under the influence of moral sentiments. They are taught

in the schools, and are required to do useful labor. These are the reforming influences. Out-door and farm labor is found to be the most useful. In his report the Superintendent says, "give the boys plenty of out-door work, and the labor of their reformation is infinitely lightened." I concur in his recommendation that additional farm lands be purchased. It is necessary to give employment to the boys, and to provide supplies for the institution. I ask your attention to the reports of the Board and the Superintendent.

#### THE STATE HOUSE AND LIBRARY.

For the management of the State Library and the care taken of the State House and adjoining grounds I refer you to the carefully prepared and very full report of the State Librarian. The Library has been put in excellent order, many missing volumes restored, lost volumes supplied and useful additions made, and the rooms have been refitted and made inviting to visitors. Repairs and improvements have been made in the State House which had become almost indispensable to its occupancy. They were made with the approval of myself and the State officers, and executed with cultivated taste and rigid economy.

#### A NEW STATE HOUSE.

On the 10th day of March, 1873, a concurrent resolution was adopted by the General Assembly, declaring that a necessity existed for the building of a new State Capitol, and awarding the sum of two thousand dollars as a premium for the best plans, specifications and estimates for the same. By the resolution it was also provided that a joint committee representing the two houses be appointed, whose duty it should be to receive the plans, specifications and estimates. That committee has given careful attention to the matter so referred. In their printed regulations they required the plans to be for a structure to cost not exceeding two million dollars. They have received many plans and specifications, with detailed estimates, and have with great diligence examined and compared their respective merits. They will, no doubt, make to you a full report of their proceedings, with their recommendations.

The work thus inaugurated by the last Legislature comes before you for consideration and action. It can hardly be questioned that

a new State House should be built. This house is neither suitable nor safe for the transaction of the public business. It does not correspond with the greatness of the State. It is not creditable. No other State in the northwest has such a house. These halls are not fit for your sessions. Your constituents when they visit the city can neither see nor hear your proceedings. They are much better provided for in your court houses. You have no suitable committee rooms. You are dependent upon rented rooms over the city. You are thereby hindered in that personal consultation among yourselves which is so important in legislation. The people do not desire this. But they will expect you to avoid that prevalent fault in public buildings of extravagant ornaments. The building should be plain, tasteful, substantial and permanent, adapted to its purposes, and sufficient for the growing demands of the public service. Several years will be required in its construction, and a small special tax, annually, will be sufficient.

#### THE STATE BOARD OF AGRICULTURE.

A full account of the proceedings of the State Board of Agriculture, and a statement of its financial affairs during the years 1873 and 1874, will be found in the reports of those years. The most important movement of the Board during that period has been the erection upon the State Fair grounds of a beautiful and spacious structure for a State Exposition. To induce the Board to enter upon that work, four hundred and twenty of the business men of the city of Indianapolis gave their guaranty in the sum of one hundred thousand dollars against loss. The guarantors have paid a large sum upon the cost of construction. The Exposition has added greatly to the importance and attractiveness of the State Fair. Together they constitute an attractive and useful institution, dedicated to the exhibition, promotion, and improvement of the agricultural, mechanical, mineral, and productive industries of the State. The management, however skillful and impartial, of such an institution must necessarily encounter dissatisfaction and criticism. The members of this Board and its officers have not escaped. In inaugurating and executing so important a work as the union of an Exposition with the Fair, it could not be otherwise. But the reports and my own observation justify me in saying that during these two years they have been faithful, and in a high degree successful.

The department of geology and natural science, established by the act of March 5, 1869, was placed in connection with and under the control of the State Board of Agriculture. Under the active and efficient management of Professor Cox, the State Geologist, that department has greatly promoted the interests of the people of this State. The surveys have developed valuable minerals in large quantities. That you may fully appreciate the extent and importance of the work which has been accomplished, I call your attention to the annual reports. I recommend that you continue the necessary appropriations, and that you place the service upon a more permanent basis.

#### THE VIENNA EXPOSITION.

By the act of March 4, 1873, provision was made for the proper representation of this State and of her interests at the Vienna Exposition. By direction of that act, I commissioned the State Geologist as commissioner of this State. He has made a detailed report to me of his proceedings and of his expenditures, which I communicate herewith. There remains an unexpended balance of the appropriation of \$682.42, which has been returned to the treasury.

#### HORTICULTURAL SOCIETY.

The financial reports of the Indiana Horticultural Society show that its receipts for the year 1874 were \$1,125.21, of which \$1,000 was by appropriation from the State treasury, and that its expenditures amounted to \$521.81, leaving in its treasury \$603.40. I have received no further report of its proceedings since that of the January meeting, 1874. I understand the society is growing in strength and interest.

#### BATTLE GROUND ENCLOSURE.

As required by the act of December 18, 1872, the Governor, Secretary of State, Auditor of State and Treasurer of State caused a beautiful and permanent iron fence to be built around the Tippecanoe Battle Ground. I recommend the enactment of a law in accordance with the requirement of the constitution for the protection and preservation of the grounds and improvements with

penalties for trespassing. At the request of the State officers and myself, the commissioners of Tippecanoe county have assumed the charge and care thereof, and will provide for any expenditure necessary to keep the same in repair.

The entire cost of the fence was \$17,854.17, leaving of the appropriation unexpended \$6,245.83. I suggest the propriety of using that unexpended balance in the construction of a suitable monument to the officers and soldiers who fell upon that field. If invited to do so, I suppose Ohio and Kentucky would join this State in the construction of the monument, thus making it, what it should be, the work of the three States in honor of their soldiers who fought and fell together.

#### THE PUBLIC PRINTING.

The legislative printing has been done under the supervision of the Secretary of State, in accordance with the joint resolutions of January 28 and 31, 1873.

I have caused the executive documents to be printed under contracts at prices fixed by competing bids. The rates have been as low as could be obtained, and as low as the work could be done without actual loss. The Auditor's reports show the amounts paid.

#### PRESERVING THE PEACE.

Upon two occasions I have been called upon to furnish arms and ammunition to sheriffs to prevent threatened public disturbance; and upon three occasions I have called out the militia to support the civil officers in maintaining the peace, and enforcing the law. The expenses attending these proceedings amounted to four thousand two hundred and ninety-nine dollars and forty-five cents. One of these occasions was in the enforcement of legal process in a controversy between two railroad companies. As the military force was required to enable the sheriff to execute a civil process when hindered by a large body of men, I thought it proper that the expenses should be borne by the plaintiff, and I so required. The sum was promptly paid by the company, amounting to \$2,495.00. With the concurrence and approval of the State officers I directed the payment of the residue of the \$4,299.45 to be made out of the



civil contingent fund under my control. It was not clear to the State officers, nor to myself, that such a use of the appropriation was contemplated by the Legislature, but the duty to "take care that the laws be faithfully executed," and to preserve the public peace, was so clearly imposed by the constitution that we could not hesitate. The public safety, and the supremacy of the law, should not be dependent upon any uncertain construction of an act of appropriation. I recommend that you appropriate a sum sufficient to meet such exigencies, and that the same be under the control of the Governor.

I ask your attention to the reports of the Adjutant General and Quarter Master General. The militia is almost entirely unorganized. There are but a few companies in the State in a condition to respond to any call that may be made upon them. I ask your consideration of the propriety of so amending the law to organize the militia as to make it more efficient; and to the propriety of the State giving some aid in properly equipping some companies.

The State is sufficiently supplied with arms. In addition to the former supply, I have made requisitions upon the United States Ordnance Office for, and received, five hundred breech-loading Springfield rifles, one hundred and fifty Spencer rifles and six Gatling guns, and suitable ammunition. The greater part of the arms are stored in the United States Arsenal, near the city of Indianapolis.

#### THE CENTENNIAL.

On the 3d day of March, 1871, an act of Congress was adopted, declaring that "it behooves the people of the United States to celebrate, by appropriate ceremonies, the Centennial Anniversary," of the signing and promulgation of the Declaration of the Independence of the United States; and that it is appropriate to commemorate the completion of the first century of our national existence by an exhibition of the natural resources of the country, and of our progress in those arts which benefit mankind, in comparison with older nations; and declaring, also, that "the exhibition should be a national celebration in which the people of the whole country should participate," and that "it should have the sanction of the Congress of the United States." In accordance with that declaration the act of Congress provided: "That an exhibition of American and foreign arts, products, and manufactures, shall be held, under the auspices of the government of the United States, in the city of Philadelphia, in the year eighteen hundred and seventy-six." Provision

was also made for a commission to execute the will of Congress so declared. The organization has been completed, and the State of Pennsylvania, and the city of Philadelphia, have appropriated large sums of money to aid the enterprise. The work of preparation has been commenced and is rapidly advancing. The designs contemplate an exhibition suitable for the great occasion.

The act of Congress has committed our country and the people to the celebration. A failure would cause us national humiliation. Success will gratify our national pride, and at the same time promote our prosperity by attracting the people and wealth of other countries. I recommend that you make such provision as will secure to the people of Indiana, and their interests, a full and advantageous representation.

#### TEMPERANCE.

The act of February 27, 1873, regulating the sale of intoxicating liquors has not accomplished the good that was expected by its advocates. It has not been sufficiently in accord with public opinion to be efficient or useful. It has been the cause of irritation without remedying the evils it was intended to suppress. The duty rests upon you to revise and reform that legislation. In the discharge of that duty, you will assume that there are evils to society and to individuals connected with the traffic in intoxicating liquors which it is the province of law to restrain and prevent. Sales should not be made to boys; and drunkenness should be punished as well as selling to the intoxicated; and the minor who misrepresents or conceals his age to obtain liquor, should be punished as well as the person who knowingly sells to him. Sales should be forbidden when the public peace or safety requires it. Like other pursuits, it should be suspended after a reasonable hour in the night, so as to avoid the disturbances incident to the traffic at that time. It should be made unlawful to buy whenever it is made unlawful to sell, and the punishment should be inflicted upon the purchaser as well as the seller.

I recommend that a reasonable tax, or license fee, be imposed. It should be higher than heretofore and subject to forfeiture of the license for disregard of the law. That policy will bring a large revenue into the school fund, if so directed, and at the same time identify the interests of the party selling with that of society, in preserving order and good conduct at his place of business.

I suggest, for your consideration, whether it is not practicable to make a difference of regulation in respect to the sale of vinous and malt liquors and the stronger and more intoxicating drinks. There is a great difference in the evils that result from their use.

#### FEES AND SALARIES.

The effort at reform in the civil service of the State should not stop until the compensation of every officer shall be so accurately defined as to exclude all constructive fees and charges, and until it shall be so adjusted as to produce greater equality and in many cases a large reduction. As far as practicable fixed salaries should be established and all other compensation prohibited. The compensation should be sufficient to command for the public efficient and reliable service, but no greater. The act regulating fees, etc., of March 8, 1873, is perhaps an improvement upon the old law, but it leaves much yet to be done. This subject should receive your attention.

#### APPORTIONMENT.

The Constitution requires that the number of senators and representatives shall be apportioned among the several counties according to the number of white male inhabitants above twenty-one years of age in each. The apportionment made by the act of December 27, 1872, is not in accordance with that requirement. The inequality among many counties is obvious and gross. Laws fixing representation should not be frequently changed, nor upon unimportant considerations. Stability is a quality important to their value. But no reason for amending the law could be stronger than that found in the fact of its gross inequality. The question is not free from doubt in my mind whether the apportionment can be changed prior to the next enumeration under the constitution. But should you be satisfied that the law may be amended, then the reasons in its favor are conclusive. In making the amendment of the law, no consideration whatever should be regarded but the constitutional requirement of equality and justice.

#### RAILROAD FREIGHTS.

Complaints are made that the railroad companies discriminate against way freight both by exorbitant charges and by inadequate provision for shipment. Many of the roads of this State constitute parts of through lines from the west to the east, and any discrimination against the way business in the manner complained of would occasion heavy loss to the people. I suppose there is some inconvenience and delay in transacting way business that must be compensated, but it should not be made the pretext to take advantage of the absence of competition, and to make the charges unreasonable. I recommend that you inquire into the causes of the complaints and that you provide a remedy that will be safe to the people and just to the railroads. The independent freight lines that are interposed between the stockholders and the people, to the hurt of both, should be brought more directly under the control of our laws both for the purpose of regulation and taxation.

#### THE SWAMP LAND RECORDS.

By virtue of the joint resolution of 1865, I appointed O. M. Eddy, Esq., Swamp Land Clerk, and assigned him to the duty of revising and correcting the files and records relating to the swamp lands of the State. They were in a very defective condition. With care and diligence he applied himself to the work and his report shows satisfactory progress towards its completion. The records and files relating to so large a quantity of land are important, and should be accurate and reliable. So far as the revision has been completed, I think they will be found reliable.

#### THE EXECUTIVE RECORD.

I have caused a full record to be kept of all the transactions of my office. I found no complete record of the correspondence of my predecessors, and but defective records of other official acts. It has often been difficult, and sometimes impossible, for me to ascertain their opinions and decisions upon questions again presented.

**APPRAISEMENT OF REAL ESTATE.**

I concur in the recommendation of the Auditor of State that the revenue law of December, 1872, be so amended as to provide for the appraisement of the real estate every fifth year instead of every second year.

**LOCAL TAXATION.**

I call your special attention to the suggestions of the Auditor of State in relation to the necessity of a limit to be imposed upon the power of taxation by counties and townships, and by cities, in special cases.

I also submit for your consideration whether the difficulties and probable losses in the collection of the taxes, occasioned by the postponement of the collection of one-half thereof for six months, is compensated by any adequate advantage to the people. Experience shows that the provision which allows the postponement occasions both inconvenience and loss.

**THE EXECUTIVE CLEMENCY.**

As required by the Constitution, I herewith report all cases of reprieve, commutation, and pardon which I have granted, and all cases of fines and forfeitures which I have remitted, with a statement of the several amounts, and the names of persons relieved, and the facts and considerations which have governed me in each case.

**SPECIAL MESSAGES.**

At an early period of your session, I will make a communication to you in relation to the lands known as the bed of Beaver Lake; and also in relation to the condition of the Wabash and Erie canal, and the legal proceedings touching the same, pending in the Circuit Court of the United States.

## STATE OFFICERS.

It gives me pleasure to say that the State officers with whom I have been associated in the execution of the laws have been faithful, intelligent and efficient in the discharge of their official duties. In regard to every public matter requiring our concurrent action, I have given them my entire confidence. For them I entertain sentiments of personal respect and esteem.

It is my painful duty to inform you of the death of the Hon. Milton B. Hopkins, Superintendent of Public Instruction, which occurred on the 16th day of August last. He was a faithful and able public officer, and in his death the cause of education in the State has sustained a great loss. I appointed his son, Alexander C. Hopkins, his successor for the residue of the official term.

I trust that your proceedings will be harmonious and result in the promotion of the interests of the State and people.

I had intended to restrict this communication to subjects that are of special interest to the State of Indiana, and had written all I intended to say when it became known to the country that free representative government had been broken down in the State of Louisiana by military violence. It is a fundamental right and essential to free institutions that a legislative body shall be the judge of the qualifications, elections and returns of its own members. It is declared in our constitution and in the constitution of the United States and in the constitution of Louisiana. It is exclusive and no power, not even the judiciary, can interfere with, or question, it. It is a prerogative of the State, because, without it no free State can exist. Without any pretext of domestic violence, that right has been taken away from the popular branch of the legislature of Louisiana and members recognized by the body have been driven from the hall by armed soldiers under the command of United States military officers, and others, not recognized by the body as members, have been seated as such.

The cause of the House of Representatives of Louisiana, and of its constituency is your cause and will be the cause of the people you represent, so long as constitutional and independent legislation

shall be cherished by them as a right. Shall the privilege of the people to make their own State laws by their chosen representatives rest upon right, or only upon permission? The voice of the people should be so expressed as to restore the right. I ask you to protest against and denounce the usurpation as a crime to be detested, and not a precedent to be respected.

THOMAS A. HENDRICKS,

Governor of Indiana.

EXECUTIVE DEPARTMENT, January 7, 1875.

## ACCOMPANYING DOCUMENTS.

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Report of Pardons, Commutations, and Reprieves, and of Remissions of Fines and Forfeitures.  
Report of the Adjutant General.  
Report of the Quartermaster General.  
Report of the Revision of Swamp Land Records.  
Report of the Secretary of State.  
Report of the Auditor of State.  
Report of the Treasurer of State.  
Report of the Superintendent of Public Instruction.  
Report of the Attorney General.  
Report of the Librarian of State.  
Report of the State Geologist.  
Report of the State Board of Agriculture.  
Report of the Horticultural Society.  
Report of the State University.  
Report of the Normal School.  
Report of Purdue University.  
Report of Hospital for the Insane.  
Report of Institution for the Deaf and Dumb.  
Report of Institute for the Blind.  
Report of Soldiers' Orphans' Home.  
Report of State Prison, South.  
Report of State Prison, North.  
Report of the House of Refuge.  
Report of the Reformatory Institution for Women and Girls.





